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AUTHOR Manns, Francis E.
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ABSTRACT

Based on the current literature, new facts and developments, and observations and interviews with 22 exemplary institutions, this paper reviews the issues and assumptions underlying articulation and transfer, and provides a descriptive summary of emerging policies, practices, and trends. The paper begins with three introductory sections: background information, student demographics, and transfer issues. The major section, on issues, focuses on the academic quality of transfers and increasing the opportunity for transfer by removing artificial barriers. The central portion of the paper describes and summarizes the impact of declining enrollments on the major functions and academic areas of an institution. The development follows in sequence from articulation and recruitment through admissions and the awarding of credit to curricular concerns, student services, and institutional resources. In particular, the section on awarding credit covers D grades, exemption processes, full in-faith transfers, credit limits, extra-institutional credit, and transcripting. The concluding sections are devoted to current trends and near term changes. (Author/SPF)

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THE EFFECTS OF DECLINING ENROLLMENTS ON TRANSFER POLICY

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Francis E. Masat
ACE Fellow
Temple University
May 1979

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I. BACKGROUND

Numerous articles have been devoted to discussing articulation and transfer policy. But, few of these have shown the effects of the present decline in enrollments. The focus of this paper is to explore and analyze the changes occurring in articulation and transfer policy, particularly for a geographic region in which the colleges have begun to experience the enrollment declines predicted in past years. The paper is based on the current literature, new facts and developments, and observations and interviews at exemplary institutions.[1] It reviews the issues and assumptions underlying articulation and transfer, and provides a descriptive summary of the emerging policies, practices, and future trends.

When discussing transfer students, many definitions and terms come to mind. The transfers referred to here are baccalaureate degree seeking students. A transfer course will be any course that is acceptable for transfer credit by some senior (four-year) institution. Many transfer policies and procedures are governed by articulation agreements; that is, by written agreements which, together with personnel and processes, facilitate the transfer of qualified students from one institution to another, and their progress thereafter.

Higher education progressed from the 19th Century elitist process through the meritocratic mid-20th Century to our contemporary egalitarian approach. In fact, education has reflected our historic periods of revolution, industry, technology, knowledge, and lastly equality. In the latter periods, community colleges nationwide played a major role in fulfilling the promise of educational opportunity, especially since the mid-60's. At this same time, senior institutions began to review (and change) their goals and subsequently their applicant pool. More institutions became coed; new programs were developed for foreign students and special interest groups; part-time, minority, women's, and lifelong learning programs were implemented. All of these affected the enrollments at both the junior and senior colleges. But the major impetus for change was just beginning.

In the mid-70's, articulation problems were identified as an educational consumer issue.[2] Today, the notions of lifelong learning and reeducation have become popular. While these have some pressuring effect to cause educational systems to be more open, the real pressure is that of declining enrollments and institutional survival. "If enrollment trends and tuition rates continue to advance in the same direction which they are now moving, the key to enrollment stabilization in many of our institutions will be the transfer student."[3] It

has become clear that most Eastern institutions of higher education are keenly aware of the beginning of the decline in the "traditional" student cohort.

Societal pressures, tight funds, reduced appropriations, FTE-driven budgets, lack of faculty mobility, fewer incentives for creative or innovative teaching, changing demographics, unprecedented inflationary rates, economic and career related pressure from parents, students, and government are all shaping transfer policy. The change in vocational and career expectations and the drop in basic abilities are also affecting the function and purpose of transfer policy.

II. THE STUDENTS

Today's transfer students average near 30 years of age as compared to 22 years old a few years ago. Suffice it to say that many transfer students have a different lifestyle and background than the entering freshman student. Also, "It is well known that the number of transfer students are rapidly increasing to the extent that in some institutions nearly fifty percent of total enrollment is transfer enrollment."[4] An increasing percentage of transfer students are coming from community colleges.[5] Students are opting for a more economical education, and then transferring. This process is reflected in the fact that more transfer students are now applying to public and private liberal arts and research institutions than in the past. In prior years, transfers were more likely to move to a state, teachers, or technical college.

A related development is that of the growth of lifelong education. "...life long education is becoming more the rule than the exception...in 1987, lifelong learning, labor education, and occupational training will probably be integrated to a significant degree at least in community colleges."[6] Added to this development are the return of women to the classroom, the second career and second baccalaureate degree seekers, those renewing certificates, and the more traditional students who for geographical, family, financial, education, or whimsical reasons desire to change schools. For this latter group, "Students at private four-year institutions had a significantly greater transfer rate than those at public four-year institutions (19.2% and 14.8% respectively)."[7]

The above discussion must be balanced, however, against the following argument. In order for there to be a major increase in transfer enrollments, there must be a significant increase in the number of baccalaureate degree seeking students who enroll initially in a community college. But there is evidence to suggest that this number may be declining. This is due in

part to the fact that as overall enrollments decline nationally, some senior institutions are now able to accept students who in past years would have begun their baccalaureate studies at a community college.

Regardless of whether the number of transfers is declining slightly or remaining stable, senior institutions are regarding transfer students differently than they did in past years.

III. ISSUES

Most transfer issues cannot be separated from one another; that is, changing a policy in one area usually has implications in another. While most institutions are willing to increase the opportunity for transfer, they are just beginning to realize that this means easing the barriers to access which existed previously. One of the major barriers involved is the senior institution's perception of the student's background. During the past ten years the quality gap, the grade differential, has continued to close. But in some senior institutions, "old prejudices remain among some faculty and administrators...who remember the great qualitative differences that once existed."[8] While it is still being argued that the quality of transfer students "just isn't there," repeated studies have been made which dispute this. But more engaging is the fact that the overall quality of entering students at senior institutions "just isn't there" either. Basic skills and developmental education are big business and enrollment for many senior institutions.

Many academically able students purposely choose a community college because of economic hardship, family responsibilities, or closeness. Universal recognition of this could aid in reducing faculty and administrator prejudice. "Baccalaureate colleges and graduate schools of liberal arts must rid themselves of the notion that they possess a special status or prestige. They must recognize that the two-year college can only be approached as an equal partner."[9] Such changes in faculty attitude will take some time. After all, many institutions are over tenured with research and arts and sciences faculty and administrators whose mind set is not yet able to cope with the older and more practical and career oriented transfer student. Those institutions who heavily recruit transfer students for a traditional faculty may be creating a mismatch which will prove to be a detriment to both student and institution.

Another part of the prejudice issue on the part of senior institution faculty is the notion that community colleges mix

subcollege material with college materials. In point of fact, this is occurring in every senior college and university that offers a basic or developmental skills program. It is because most community colleges bring students forward from where they are that the community college transfer students have such a good record of success at senior institutions. Recent studies have shown that "the graduates of the community colleges have established a reputation at four-year colleges of being on a par academically with students who began their education at the same college."[9] Another study confirming this is that of Medsker and Tillery.[11] The old cliche that community college students are "second rate" is not true any longer.

In terms of preparation, it is some times difficult to distinguish whether or not a transfer student has had a transfer or vocational program. Often, there is ambiguity and overlap in community college programs (as in senior institutions). This is not a fault per se, but the situation is worsened by the changing aspirations of students. While most institutions agree on what constitutes a liberal arts transfer curriculum, some states are permitting courses appearing under the rubric of "general studies" or "competency" to pass as liberal arts courses.

A more general background issue that dictates much of how and in what ways institutions can respond to new societal needs and changing student demographics is that of the institution's mission. Senior institutions, especially the public ones, realize that community colleges serve two masters: the transfer or parallel program, and the broader community and vocational-technical program. But invariably, transfers are viewed by the senior institutions in the larger context of its goals rather than those of the community college. However, if an institutional goal is to serve transfer students, then the policies flowing from that purpose should permit the equitable transfer of credit and programs. Moreover, these same policies should address the needs of transfer students, especially in the areas of advising and financial aid. In the past, many institutions were very selective; they could afford to maintain distinctive goals. There was a lack of consideration for transfer students who at the time were powerless to effect change. Now that many institutions are experiencing the effects of the enrollment decline, transfer students, as if by default, are effecting a change in institutional philosophy and mission. And, as has happened to many previous educational issues, unless more institutions face up to the realities of transfer student needs, the issue will become increasingly political. In fact, according to a recent American Council on Education publication, the transfer area is already becoming a political issue. Moreover, "There is no guarantee that it will remain primarily an educational

issue unless institutions meet their responsibilities to eliminate arbitrary barriers that have little or no educational significance. Public institutions, consistent with their roles as part of state systems of postsecondary education, bear a special responsibility for developing articulation agreements and equitable policies for serving transfer students. Singling out public institutions is not meant to deemphasize the importance of private institutions taking similar steps."[12]

In addition to the background issues discussed above, the specific issues of Articulation, Recruitment, Admissions Policies, Awarding of Credit, Curriculum Development, Student Services, and Institutional Resources are all being affected by enrollment pressures. Each of these, as chronicled below, are undergoing change.

IV. THE EFFECT OF DECLINING ENROLLMENTS

Articulation

The main function of articulation is to aid students in transferring. Today's students, however, are more heterogeneous; some are less prepared than in previous years, others are better prepared. Adding to this diversity is the double standard philosophy of many senior institutions. Other road blocks to effective articulation include accrediting association rules, unwritten policies, and institutional prejudices. Moreover, there does not exist a theory of curriculum articulation that can be used to guide junior-senior college solutions. Still, institutions under the pressure of stabilizing or trying to increase enrollments are endeavoring to renew and revise their articulation agreements.

While institutions agree that articulation policy should reflect the mission and philosophy of the institution, there does not exist a standard process of articulation. Even within major universities, where there is usally a high level of cooperation and goodwill, the lack of a comprehensive policy often encourages misunderstandings and mismanagement. Yet, it is effective communication and the attitude and philosophy contained therein that is essential for an academically sound transfer experience.

One of the main characteristics of an effective articulation agreement is flexibility. Flexibility is intended to reduce the barriers that often restrict student mobility and access to educational opportunities. And, as the competition for transfer students becomes greater, institutions are realizing that they have a responsibility to one another. Even those

institutions considered as the "strong privates" are beginning to see the need for regional cooperation. Institutional advantage is beginning to give way to the maintenance of fairer and more flexible agreements.

In recent years, most articulation and transfer policies were verbal; a phone call and "an understanding" sufficed. Today, however, the informal "understandings" are being replaced by joint reviews of courses and requirements and by written agreements. Articulation agreements may include, in addition to curriculum guides, joint use of facilities, exchange of instructional and consulting personnel, and the advanced placement of students. Thus, in many institutions, the double standard policies of the past are being replaced by transfer policies that are better defined, more comprehensive, and more flexible.

Articulation has usually been from the top down with each senior institution doing more or less as it pleased. But good articulation (and transfer policy) is based on a mutual concern for the student's progress, and not on furthering institution prerogatives. Thus articulation is made most effective by using personnel who have experience, professional respect for one another, and mutual trust and confidence.

Poor communications is a universal element in articulation difficulties. The major cause of poor communications has been a lack of regular contact and review. Also, both junior and senior facilities contain persons who fear, disrespect, or tend to ignore the other sector, making good communication that much more difficult. As late as 1972, a survey showed that only about 60% of our colleges participated in regular joint review of acceptable courses for transfer. Complicating this process has been the fact that some community college courses serve dual purposes--the parallel track and the vocational or service track. Rather than meet these kinds of problems, it seemed easier to ignore them. Because of budgetary reasons, and the associated absence of designated responsibilities, networks and systems of conferences and review groups declined or died.

With the impetus of enrollment needs, colleges and universities are establishing and renewing the articulation process and periodic consideration of transfer problems. Senior officers, access and transfer personnel, and counselors are coming together, often in an atmosphere of "wining and dining," to review past events and state priorities for the future. At a minimum, some larger universities are beginning internally to survey and pull together existing collegial policies. It is through such processes that an awareness of the essential need for regular articulation review is developed.

Another central part of the articulation process is that of the articulation guide. Senior institutions are beginning to view these as a joint planning effort. This will become more true as the need for the transfer student increases. Once established, transfer policies and articulation guides should not be changed without proper notice, discussion, and mutual consent. The use of a periodic process thus becomes a valuable tool for improving inter-institutional communications, for protecting the "grandfather" concept of prior standards, for modifying agreements when necessary, and for allowing sufficient lead time for students and institutions to prepare for and adapt to planned change.

There seems to be no evidence of voluntary regional articulation boards or committees. The reasons for this, as reflected in other types of similar regional higher education groups, are the problems of dispensing neutral or unbiased information and of finding personnel who are likewise unbiased in aiding students in their transfer decisions. The one area of regionalization in which movement, which some view as progress, has occurred is that of statewide legislative mandate. Generally, such "agreements" are enforced by a state agency and often are at odds with the prevailing consensus of a particular campus. Despite this, however, the evolution towards a "system" of higher education is continuing and in some instances accelerating. Reasons for this continuation are found in: the lack of institutional self-regulation; the reactive, instead of proactive, process of current inter-institutional cooperation; the erroded prestige of higher education; and the lag in enrollments and resources. Recent statewide agreements, like those of New Jersey, did improve the accommodation of non-traditional programs, the strengthening of institutional integrity, and the improvement of communication among institutions.[13] The recognition of community college graduates as equal to those in four-year institutions was translated into statewide policy.[14]

Individual colleges have also solved the problem of the vocational/technical transfer student by providing program-to-program articulation and through the use of a contract major. This puts the bulk of the articulation and transfer problems on the advisor-student relationship. A prime example is that provided by the School of Technical Careers at Southern Illinois University.[15]

As states continue to formulate agreements, it is possible that private schools will cooperate more with selected schools to establish formula agreements. Another effort in this direction was recently publicized in "Higher Education and National Affairs." "Housatonic Community College and the University of Bridgeport have received a grant from the Exxon Education Foundation for a feasibility study on possible cooperation between public and private higher education."[16]

Some private colleges are predicting that written agreements with community colleges may come about. It is certain that regularity of contact will grow. The attitude of overview and control is beginning to give way to a closer relationship in curricular and transfer articulation; not a peer relationship, but one of cooperation at least. Cooperative agreements are most desirable if an institution claims a commitment to transfer students.

Other positive changes in senior institutional outlook, regarding transfer students, are observable in the institution's catalogues and bulletins. Increasingly, separate sections of these publications are devoted specifically to transfer students and transfer policies and procedures. It is apparent that higher education and its decision makers are becoming more aware of the impact of articulation on enrollments.

Recruitment

The key to successful recruitment (and retention) is an understanding of (and the ability to satisfy) the special needs of transfer students. "Many institutions hastily hire anyone glib enough to entice any student onto campus with any form of sales pitch. Such a situation threatens all school and college relations practice."[17] While the concept of marketing educational services is not new, what is new are some of the techniques being used and the schools using them. Many private schools who planned to stabilize their enrollments by recruiting transfers, have found the transfer market to be highly competitive. In fact, marketing consultants working for private institutions have developed some interesting data on the transfer market, and some equally interesting selective marketing strategies. A particular study made for Pacific Lutheran University (PLU) showed that "the peer group (or friends of the respondent) was mentioned most often as either a first or second influence, followed by 'high school or community college counselor,' while the third single-source of common influence among the students was 'community college teacher.'"[18] Relative to this, it was recommended that: "(1) First, a consistent, permanent theme for promotional efforts could be developed particularly for the community college transfer market...academic quality. A professional marketing communications program should be developed with a balanced approach that includes: (a) personal selling, (b) advertising, (c) sales promotion (two free drinks and luncheon vouchers in the coffee shop for a visitor), and (d) a special transfer bulletin for the individual student, and an 800 WATS (no-charge telephone) line. (2) Second, a comprehensive faculty-to-faculty exchange program could be developed throughout all academic disciplines...on a full-time basis and at all levels of the university's organization... (3) Third, establish

an Academic Excellence Award with an attractive plaque and a check of $100 to be awarded by respective community college faculty to an outstanding college parallel student at the community college during the year, perhaps at the community college graduation exercises...an effective institutional identity program for the university...encourage the community colleges to develop an academic honor roll so that a convenient direct mail list of outstanding community college students would be available to PLU management. A high-quality direct mail campaign with excellent image-builders would be an effective and highly selective marketing approach. (4) Another suggestion is the establishment of an annual community college day with a free luncheon at the PLU student center and with distinguished speakers from several disciplines. The president could administer the program and personally issue the invitations to the several community colleges."[19]

As important as what to do, are the recommendations about what techniques not to use; namely: "(a) the standard military-type recruiting tables-in-the-hallway approach extensively utilized by most four-year schools; (b) relegation of the community college marketing/recruitment effort to nonfaculty personnel; or (c) the poorly designed advertisements or announcements often presented in community college student newspapers to announce the visitation of a particular four-year school's representative. These advertisements or announcements usually are void of any consistent theme or image."[20]

It is clear that the recruitment of transfers is increasing and will continue to do so. Many schools have increased their frequency and range of contact with community college personnel. In 1969-70, no more than 25% of the snior colleges and universities encouraged transfers in its publications. Not only has this changed recently, but "four-year institutions have in fact made special efforts to recruit juniors from the community college; some community college students are transferring to senior institutions before gaining their associate degrees."[21]

Many senior institutions have begun selective recruitment of transfer students. In some instances, the administration has not committed itself to such policy on paper, but the word has gone out on a person-to-person basis. More public instances are illustrated by the following examples. "Next fall 60 transfer students will be here at the University as the first group of Future Leaders scholarships...The scholarships, officially known as Future Leadership Scholars for Transfer Students, will be awarded to students transferring to the University in the fall of 1979, who will achieve junior level status in either the fall or spring semester. The award is intended to assist those students who have financial need, but do not qualify for

aid under the current federal and state guidelines, or to supplement other available forms of financial aid...This award will be available to students who plan a variety of careers because of the need for quality leadership in every field of human activity...Students who enroll in any curriculum at the University will be eligible for this scholarship. In the effort to 'get the word out' about the scholarship, the University has notified the presidents of two-year colleges, transfer counselors at two-year colleges, and is advertising in college newspapers and inviting all transfer applicants to the University to apply for it. This scholarship (also) applies to applicants from both two and four year schools."[22] And according to Kintzer, "Princeton University selects transfer candidates with strong academic records and demonstrated academic promise in specific fields but only when the university is underpopulated."[23] A recent headline proclaimed: "Rutgers Offers Transfer Option."[24] What it meant was that the first two years of engineering studies could be completed at Camden, NJ, and that the student would then be accepted in the State University's College of Engineering in New Brunswick, NJ.

Similarly, another large private urban university is recruiting and providing with financial aid, minority students from an urban community college. However, even with such activities occurring, "It appears likely that minorities are under represented among transfers but almost no information is available."[25] A major reason for underrepresentation is that there are not large numbers of minorities in the transfer "pipeline." At one area senior technical institute, the problem is clearly one of not being able to get minority students into pre-engineering programs. Conversely, the business, administrative, and social administration areas have had less difficulty in recruiting transfers.

One particular problem worth mentioning, which may grow as America imports more foreign scholars, is that posed by foreign students who pass the English-as-a-Second-Language requirements at a community college, but subsequently cannot satisfy the English requirements at the senior institution. Another problem related to the recruitment of transfers, and more generally to first-year students, is that of institutions reaching out into curricular areas in which they are not wholly competent. An institution's financial situation and present curriculum can be eroded by this type of outreach. Accrediting associations are particularly aware of this development as the enrollment and resource decline continues.

Colleges and universities are also generating better advertising information, increasing their counseling and placement services,

specifically for transfer students, all as part of their marketing and recruiting strategy.

Other ways in which student recruitment, including transfer, has been effected are: the use of bonus plans--recruit someone, and you receive a reduction in your tuition; more use of faculty and administrators, as opposed to professional staff, in the contact and interview process; more dollar resources for advertising and financial aid.

The message in transfer recruitment today is one of institutions changing with the times and meeting the new needs of society. It is also the message that senior institutions are now able to take more community college students. During the late 60's and early 70's, many schools made no direct or extensive efforts to recruit transfer students. What is occurring now in some senior institutions is the opposite. The recruiting of transfers is becoming a function of need. More effort to recruit transfers will occur as the improved academic quality of transfers is recognized.

Admissions Policies

Overall, more transfers are being accepted; and they are better academically than those accepted in past years. As noted previously, many transfer students choose community colleges because of economic or personal considerations, not because they are weaker students. An indicator of the increase is found in the growing number of institutions that have removed quotas and "caps" on transfer admissions. Additionally, some institutions are accepting transfers with vocational and technical backgrounds; students who ten years ago would have been barred access.

As Willingham's 1972 study illustrates, little or no research was done on transfer admissions during the mid and late 60's. Transfer problems, in most cases, were seen as being the same as those of freshman. We now know that this is not the case. Transfer admissions involve issues that are qualitatively different than freshman admissions problems. Transfers normally go through three levels of review in the admissions process: the university or institutional level, the collegial or divisional level, and the department or program level.

An institution's admissions policies and integrity rests on the prediction of academic success. There are essentially two ways of improving the estimate of whether or not a student can succeed after transferring: (1) determine the grade differential between the receiving institution and the sending one; (2) administer admissions or other college-level tests.

Since (1) is almost impossible to determine, many institutions have attempted (2). However, Willingham recommends that, "Test scores should not be used to deny admission to transfer students, since there is considerable overlap between the scores of successful and unsuccessful students."[26] Willingham also found that, "The C grade earned in junior college is relatively meaningless as an indicator of a student's likelihood of success in a four-year institution."[27] The middle ground policy now operating in most institutions is that of requiring a C average as the standard for admissions, but allowing exceptions to be made on a case-by-case basis. Additionally, many schools are stating in their publications that transfer students normally are not required to submit SAT or ACT scores for admission. A related problem that has not had much research, is the success of transfers who entered their original college through "open admissions." Along with the desire to admit more transfers has come the responsibility to try to measure the transfer's potential for academic success. One question that has not been answered is whether or not senior institutions will admit students for whom there exists less than a 50-50 chance of success.

There are increasing pressures to accept the two-year degree, the Associate of Arts (AA) or Sciences (AS), as the basis for automatic admission. This policy has long had the support of community colleges, and now some private schools are predicting that they will adopt it in the next few years. While it shortcuts the administrative and subjective screening process, it also glosses over the problem of the D grade, the general education requirements of the receiving institution, and the quality of the sending college. Much more study and experience is needed with regard to this issue.

Some ways were found in which senior institutions can improve the admissions process; namely: more comprehensive statements of transfer admissions, requirements, and procedures could be published in catalogues, bulletins, and recruiting materials; advisors and admissions counselors would be kept more regularly informed of anticipated curriculum changes, new avenues of financial assistance, and new student services.

Five years ago, many colleges had little or no experience with transfer student admissions; this is not true today.

Awarding of Credit

The awarding of credit is based on evaluation and "evaluation of educational accomplishment is the sine qua non of credit and credentials."[28] The problems that arise center around

who does the evaluation and the process used. In past years, this process has been the most serious continuing problem for transfer students. Receiving institutions have always maintained that evaluation of courses for transfer credit is their responsibility. In practice, however, evaluation and acceptance of transfer credit rests ultimately with both the sending institution's professors and the receiving institution's professors. With the renewed interest in transfer students has come a desire on the part of many institutions to improve the process of evaluation and credit transfer.

Many senior institutions maintain a complex array of policies affecting the transfer of credit. And within universities, individual colleges often have contradictory positions regarding the transfer of credit, D grades, and credit limitations. Some authorities contend that "contrived regulations of professional accrediting associations or institutions are developed for the purpose of arbitrarily excluding transfer credit."[29] Additionally, receiving colleges often "weigh" community colleges in an informal and subjective manner.

The enrollment decline, however, has caused many institutions to review old policies and procedures and to develop new ones. Subsequently, departmental policies are being reviewed under pressure from collegial and university review processes. There is emerging a need to develop new processes for equating "vocational" course work, "college track" course work, and the knowledge and experience gained through independent study and work. There is also an increasing need to develop ways of equating the courses taught by a community college faculty member with experience and a PhD to the courses taught by an unexperienced graduate student at a senior institution. All of these needs are coming under closer scrutiny as the need to increase enrollments increases and as newer trends, such as "lifelong learning," develop.

The awarding of credit involves three levels: (1) the comparability of the previous experience to that of the receiving institution; (2) the appropriateness of the learning to the student's program; (3) the quality acceptable by the receiving institution. While item (1) may be negotiated between professors or counselors, items (2) and (3) are often guided by the receiving institution's requirements and regulations. It is on item (3) especially that the "double standard" has been applied in the past to transfer students. In assessing and summarizing the effects of stabilizing and declining enrollments on the practices and procedures involved in the award process, the issues and problems often overlap. For the purpose of reference, the changes occurring have been organized into the following seven categories.

1. Exemption and Validation. The use of exemption exams is active and will probably continue to grow. However, the use of challenge or credit exams has not developed. A validation process is also being used that allows the disputed credit to be transferred if the student succeeds in mastering an advanced or upper division course. This process is particularly useful in getting around some accrediting association's recommendation that certain courses not be offered in the first and second years. Obviously, such courses are being taught in a multitude of smaller colleges and community colleges. A possible change may occur in the exemption exam concept since exempting too much credit could complicate the enrollment problem.

2. Full In-Faith Transfer. Universal acceptance of the associate (AA) degree has yet to be achieved. For many states, however, the experience of New Jersey applies: "Recognition of the community college graduate as an equal with his peers in four-year institutions has been translated into a statewide 'full-faith-in-credit' policy."[30] In fact, many states guarantee a place in a state public college with junior standing in the major area. Major problems inherent in this are: the distinction between college transfer programs and vocational and occupational career programs; credit for D grades; non-credit course work; and the use of CLEP and similarly awarded credit. Still, as early as 1970, the "University of West Florida was accepting the entire vocational program and developing, on an individual basis, a baccalaureate program on top of the technological work."[31] Other institutions have followed this lead, but generally only those with either the research or technological capacity to do so. Many private and smaller senior institutions will not be able to do this either in terms of program or resources.

3. Course Level. Many colleges and universities use the notion of upper and lower division as a strategy for solving academic and administrative problems. But such strategies often inhibit flexibility and in turn create transfer problems. Some students are caught between a community college's classification scheme, with its ambiguities, and the senior institution's arbitrary either-or policy. Because a course is taught in the "lower division" at a community college does not mean that the course cannot be evaluated as equivalent to one taught in the "upper division" of a senior institution. Many senior institutions have played enrollment games, internally and with state offices, by using the labels of "upper" and "lower," "introductory" and "advanced," "100" and "400." The basic question remains, however: Has the student mastered the course material, and does it contribute to the student's educational quest? The"level" label simply is not as important, and some institutions are beginning to realize this.

4. D Grades. The issue of the D grade centers on how much difference there is in D grades. Given the fact that the PhD professor teaching in the community college and the graduate student teaching in the senior institution are often using the same text, style, and syllabus, these may not be much different al all. Moreover, senior institutions normally allow D grades earned in the first and second years to count at least as credit. While the non-acceptance of D course grades for credit will continue "on paper," exceptions also will continue to be made. Examples are: if the D is part of a full-in-faith or AA degree transfer; if the D grade was for a course that was part of a sequence of courses; if the D course was not in a major or related area; or if the D was the only one earned by the student.

In the late 60's, about 50% of the public four-year colleges were accepting D grades, with minor exceptions. In 1971, about 83% reported evaluating D's earned by transfer students on the same basis as D's earned by native students.[32] It is clear that the acceptance percentage will continue to increase as institutions develop a more lenient attitude regarding credit.

5. Extra-Institutional Credit. In recent years, there has been an increase in the amount and type of credit given for non-classroom work or "life" learning experiences. Some senior institutions completely ignored this type of credit when it was awarded by the community or sending college. However, the increased transferability of credit based on CLEP scores shows this to be changing. Willingham's 1969 study showed that CLEP credit transferred about 60% of the time.[33]

A more serious problem is that of the receiving institution's acceptance of credit granted by the sending institution for extra-institutional or work experience. These kinds of experiences and the policies and procedures for assessing them are still under extensive debate and development in many, if not most, institutions. It follows though that procedures will be developed for handling the transfer of such experience as senior institutions make more use of "field experience" and experiential education programs. The need to maintain enrollments will generate the necessary pressure on administrators and faculty to formulate processes whereby learning, regardless of source, is fairly assessed. Additional impetus has been provided by the joint recommendation of COPA, the American Council on Education, and the American Association of Collegiate Registrars and Admissions Officers: "Transfer-of-credit policies should encompass educational accomplishment attained in extra-institutional settings as well as at accredited post-secondary institutions."[34]

6. Credit Limits. An increased number of credits is transferable at some schools. Others will respond as the pressure of societal needs increases. A problem is emerging with courses which may be viewed as either pre-professional or occupational, depending on the senior institution. An example is provided by a business student, from an independent junior college in Philadelphia, who "shopped" around the Delaware Valley schools until he found an institution that would take all of his previously earned credits.

Restricting the number of transfer credits to an arbitrary limit is giving way to policy statements like the following: "Temple will transfer up to 64 credits from a community college. There is no limit on the number of credits which can be transferred from a four-year institution."[35] It is fair to say that less loss of credit is occurring today than in recent years.

7. Transcripting. There exists a fair amount of variability occurring relative to transcripting. The basic problems center around whether or not, and in what ways, prior course work should be indicated on the transcript. Almost on the level of a collegial ego problem is the fact that some arts and sciences faculty cannot admit that courses comparable to theirs exist at community colleges. The problem is often very complicated for a student transferring from college to college within a university. The generation of the new transcript is often a confusing and frustrating experience for student and advisor. However, efforts are being made by colleges and universities to build a more comprehensive type of transcript. The basic idea is to provide future advisors and employers with a more accurate and historical record. It is also helpful to students to see that their past achievements, although perhaps not counting for credit, have not been ignored.

The use of data processing techniques to facilitate the rapid and accurate revision of transcripts is just beginning to be developed. As these capabilities become available to more institutions, it is safe to predict that very complete, comprehensive, and annotated transcripts will be quickly and cheaply produced for all students.

Overall, the evaluation and awarding of credit is a persistent and dynamic problem. More formula plans will probably be developed, even though receiving institutions will try to maintain control over evaluative criteria. Meanwhile, community colleges will continue to be interested in the needs of the student per se, and will thus press for more flexibility. On both sides, faculty must become more involved in the evaluation process. As institutions continue to give high priority to improving the evaluation and award process, the basic minimum must be a clear and accurate statement of the institution's policies, procedures, and intra-institutional interpretations.

Curriculum Development

The recurring problem of lead time is diminishing as more senior institutions try to review, promote, and revitalize lines of communication. There still seems to be a need, however, for written agreements on how much lead time should be allowed before invoking new curricular requirements.

Many senior institutions are beginning to develop more curricular options for transfer students, and more will be done as the sensitivity to the needs of transfer students increases. Even some private institutions are building on top of two-year programs. The new curricula have impact for both the junior and senior institutions, since they attack a problem noted by Medsker and Tillery in 1971: "The effectiveness of two-year college programs may be limited by traditional curricula in the senior institution."[36] In fact, the process of senior institutions developing compatible extensions of two-year college programs has been denoted by R. Temple as "reverse articulation" or "four plus two" programming. "Unlike two plus two articulation, whereby the emphasis is put on developing a two-year curriculum which is compatible with an upper division program, the emphasis in four plus two programming is placed primarily upon articulation of the baccalaureate curriculum to that of the community college."[37] Such inter-institutional cooperation has led to an increase in the development of "career ladders" linking associate and baccalaureate programs, and feedback services whereby sending colleges are informed of the status and performance of their graduates. The sending institution can then make curricular adjustments if so desired.

Community and junior colleges have also been augmenting their curricula to meet the increasing demand for business and health education. This in turn has produced an increase in the senior institution's pre-professional areas. A second result has been the design of contract majors that build on technological or vocational associate degree programs. While contract majors can ensure a flexible and academically sound program, it also calls for a close and effective advisor-student relationship.

Another curricular concern of the receiving institution is that of general education. The matching and inter-locking of general education requirements is often difficult. Full in-faith policies normally allow general education requirements to be met by having received the associate degree. But this often leads to a re-evaluation at the department level with subsequent adjustments to the transfer student's program. Moreover, some senior institutions have planned that their general education curriculum be offered over a three or four year period. This is particularly the case in those institutions utilizing "capstone" courses and senior comprehensives. Clearly then,

the reviewing of general education curricula as it relates to transfer students will continue. If the receiving institutions become more flexible in what they will accept as transfer courses--general education courses in particular--then some sending colleges may be able to provide more innovative or interdisciplinary general education programs.

The curricular problem area which is becoming more noticeable at senior institutions accepting more transfers is that of remediation. Emphatically, this is not to say that all transfer students have remedial needs. Rather, it is a function of size: the more you recruit, the more likely you are to have some students in need of remedial aid. The issue is a very sensitive one particularly in those senior institutions that test their students at the junior level. Such testing programs have recently shown that much of the remediation effort was for naught; that is, many of the students did no better or worse on the same first year exams that placed them in remedial courses. Until senior institutions can resolve their own internal problems, some transfer students will find themselves facing the same kinds of courses they took as first year students.

Student Services

In 1972, only about 40% of the senior institutions were including special procedures and materials for transfer students during new student orientations. In 1974, Menacher noted that "first a general lack of awareness of transfer orientation needs, and second, institutional inertia account for the myopic view that junior college transfers, having had previous college experience, do not need to be oriented to college."[38] Today, particularly in the East, transfer orientation is experiencing change and growth. For example, receiving colleges are using department chairpersons and advisors in the programming and planning of the orientation sessions; the sessions are often small group discussions involving institutional orientation, academic advisement, and personal guidance; better and more comprehensive materials specifically designed for transfer students are being developed. It is this latter which is of utmost importance.

It is almost too early in the declining enrollment era to assess in what ways receiving institutions may "establish mechanisms for providing services to transfer students and mature adults who have had extra-institutional learning, including guidance and counseling and the publication of appropriate information."[39] This need is being met in part by recently organized groups such as the National Center for Educational Brokering, the Regional Counseling Center of South Eastern Connecticut, and the Compact for Lifelong Educational Opportunity project of

Eastern Pennsylvania. Nationally, the federally funded Education Information Centers also provide service in this area. It may be the case, that as senior institutions adjust their admissions and recruiting policies, they also will have to adjust their guidance and advisement capacity.

Providing housing services for transfer students is complicated by the fact that the average age of a transfer student is about 30 years old. And, senior institutions generally are loyal to their native students. In fact, some senior institutions must hold housing lotteries for only their native junior and senior students. Some private senior institutions express a desire to provide guaranteed space for transfers, but are unable to do so yet. For some institutions, the enrollment decline has been helpful in this respect; that is, transfer students no longer get "what's left," but rather are included in the institution's housing plans. At the Pennsylvania State University, for example, places in the dormitories are reserved exclusively for transfer students.

In the mid-60's, very few four-year institutions had designated scholarships or financial aid for transfer students. By 1969, about 14% of the transfer students were receiving financial aid, where as about 33% of freshmen were receiving financial aid. According to Willingham, in 1969, there was documented evidence of a shortage of financial aid and space for transfer students.[40] But, as shown by recent examples, this is changing in both public and private institutions. Today, with BEOG's, NDSL's, and others, it is common knowledge that "transfer students bring their money with them." Additionally, a few colleges, including smaller private schools, have established two-year scholarship programs specifically for junior level transfer students. Companies, foundations, and others are able to see the effects of their philanthrophy in two years instead of four.

Another form of financial aid has been the awarding of grants and prizes to community college graduates. This practice clearly reflects that financial aid is being tied to transfer recruitment. For economically secure institutions, there may be no money ear-marked for transfer students today. But, as one academic vice-president remarked recently, "when the enrollment crunch hits, all bets are off."

Institutional Resources

Transfer policy planning is occurring at the highest levels at many institutions. Institutions are continuing to form task forces, commissions, and committees to study and revise

existing transfer policies and procedures. Institutions are also utilizing consultants, marketing techniques, and marketing management strategies in the struggle for enrollments and institutional survival. Increased funds are being allocated for the renewal of regional community college contacts, for more thorough and comprehensive advertising, for the renewal of annual conferences involving area community colleges, and for hiring transfer and access personnel. At most institutions, the mission and school philosophy is encompassing enough to permit increases in transfer programming and resources. What is changing, and may change more in the future, is the ambiance of classroom, dormitory, and student center. Programs may shift a little as they evolve; but generally, the institutional mission will not change. There are a few small private institutions that will change, in order to survive, their programs and services. In a de facto sense, these institutions will be altering their mission.

Other plans have been in response to the recognition that administrators, faculty, and staff all have a special responsibility to see that articulation and transfer procedures are kept up-dated and working well. A difficulty in this is the management of change. Most faculties at senior institutions are not understanding of transfer philosophy. Part of the problem lies in the mind set of the faculty and administration; that is, how does an institution best reach an incoming class that is 50% transfer students, urban, working class, and career oriented with a faculty that is predominantly (90% or over) middle or upperclass, Ivy League, and professionally oriented? To help answer this, some senior institutions are creating transfer officer positions and recruiting personnel from community colleges. Other schools are designating staff persons as "transfer coordinator" or "transfer admissions officer." These individuals coordinate the transfer process, serve as articulation specialists, and work with their counterparts at other colleges. In the past, mobility and personnel changes often affected policy and working procedures. With declining enrollments, there has come some stability in the personnel areas.

V. IN CONCLUSION

Where We Are...

Because of family and economic constraints, the desire to remain near home, or special program considerations, many academically able students are purposely choosing community colleges at which to begin their education. University and senior college recognition of this fact and the fact that college performance is the best indicator of future college per-

formance will continue to reduce the prejudice which has been exercised against community college transfers in the past. With rising costs and the growing realization that an excellent educational background can be obtained at a community college, more students may decide to begin their careers at a community college. It is important to note that as the population of community colleges changes, so does the population of those four-year institutions relying on these colleges as "feeders." Some senior institutions, particularly a few financially less secure ones, have recognized this and are clearly changing with the student demographics. The recurring theme now is one of being able to absorb more transfers, especially in the business and health areas.

The decline in resources and enrollments is causing four-year and senior institutions to reexamine their articulation and transfer policies and procedures. In the past, a lack of articulation policy and a coordinated and focused effort caused many transfer problems. The efforts occurring now, at the highest levels of the institution, and the renewed interest in inter- and intra-institutional cooperation are a direct response to current trends. Higher education's decision makers are becoming acutely aware of the effects of articulation, recruitment, evaluation, financial aid, and services on transfer enrollments. New and revised articulation and transfer policies and procedures are resulting in more efficiency in the transfer process, and aiding in the development of comprehensive programs.

In addition to the change and renewal occurring in articulation, there is, and has been, a renewed interest in recruiting transfer students and, moreover, in providing for their special needs. Senior institutions are continuing to try to allocate more financial, guidance, and housing resources for transfer students. Curricularly, programs are being revised and developed to specifically meet the educational goals of transfers, especially in career and pre-professional areas. Evaluation, transcripting, and advising procedures are being, or have recently been, reviewed and revised to serve transfers better and more efficiently. And, the debate over credit for vocational courses or credit for a course bearing a grade of D is no longer as important or as meaningful as it once was.

<u>And Where We Are Headed</u>.

The adjustments occurring in higher education are a reflection of the changes in the economy and the society. Inflation, near zero population growth, and a decline in the esteem for education will continue to adversely affect higher education.

However, community colleges in particular will continue to provide upward social mobility for low-income groups. Senior institutions, particularly those in the public sector, will not be able cut back on transfer admissions or the "gateway up" without affecting their own survival. Additionally, more state and local initiatives may develop to focus attention on adult education, lifelong learning, and transfers. As senior colleges work to adapt to a changing constituency, there will be a few problems caused by those schools that over-extend themselves in what they can effectively and qualitatively deliver. The questions of fair practice in recruitment and the awarding of credit for previous educational experiences will also continue to generate problems for many schools; the possibility for abuse does exist.

In all probability, more institutions will adopt regional approaches, inter-institutional agreements, special advertising schemes, and marketing strategies in the competition for students. Articulation and recruitment is becoming more consumer oriented. There are a few institutions that the enrollment decline of the 80's will not affect. But for most institutions, particularly those in the East, the struggle for survival will continue. A positive by-product of the struggle will be more research on transfer students; that is, success rates, aspirations, financial needs, curricular pressures, and what constitutes good articulation, are topics that need to be studied further if higher education, at the senior level in particular, is to serve better a more varied and complex constituency.

Another positive result of the enrollment turn down has been a slowing of the process of change, providing senior institutions time to reshape their mission, policies, and procedures. Changes in mission and policy not only reflect the crises occurring in American higher education, but also they affect future enrollment and curricular patterns. Future policy changes will probably be an extension of those occurring now: more inter-institutional cooperation, more outreach, new and more flexible articulation agreements, increased financial aid, and more effective student services. Future policy and mission statements will have to address the increasing interest in lifelong learning, in addition to the continuing needs of transfer, part-time, and adult students. The awarding of credit for non-classroom or "life" experience will be a continuing problem area.

Many institutions will continue to become more lenient in the evaluation and acceptance of transfer credit. The trend is definitely that of viewing the transfer student's background as comparable to that of native students. Smaller colleges, although often more susceptible to declining enrollments, may be able to adapt more quickly and thus be able to provide improved credit evaluation procedures and more personalized attention.

The key to attracting students will clearly be one of providing a sensible, attractive, and quality program. This has been true in the past and will be more so in the future. The academic planning and development involved will benefit both the student and the institution. In curricular areas, a few new programs and career extensions of community college curricula may be developed. There will be better use of the "grandfather" rights of students following earlier requirements, and more flexible and comprehensive evaluations of past educational accomplishments. Also, there may occur a wider use of cooperative and internship experiences; that is, experiences reflecting the current interest in career and pre-professional areas. Distribution and general education requirements have been changing and probably will continue to be modified.

Declining enrollments may also draw vocational schools, community colleges, and organized labor's educational movements into even closer cooperation. This will introduce more students into the transfer "pipeline," but with different needs, motives, and goals than the more traditional liberal arts track transfers. The future may thus hold some very interesting and varied cooperative agreements--all benefiting both the student and the senior institution.

The solving of transfer and articulation problems through cooperative and mutual agreements is preferred by articulation specialists. And, moreover, it is preferable to state and government regulations that are sure to follow if institutions do not regulate themselves in meeting the needs of transfer students. In the future, the recognition of the transfer market and the problems and needs involved will not be enough. Those senior institutions that act to recruit and support transfers will have a better chance at stabilizing their enrollments. This includes a new commitment to providing regular and current information, to joining in inter-institutional cooperation, and to a clearly defined and visible transfer personnel structure. And, if this commitment is to be permanent and more than superficial, then steps to institutionalize the changes and improvements must also occur simultaneously.

In the past, institutions were slow to adapt to and meet the needs of transfers. But the outlook for transfers in the future is totally positive. The enrollment decline of the 80's will provide long overdue impetus to many senior institutuions to review and revise their attitudes and policies concerning transfer students. "We can...project changing conditions that will likely improve the transfer situation."[41] Many institutions have recently proved this statement to be true; more will follow.

In 1972, Willingham said that "transfer articulation is indeed the Number 2 access problem--second only to freshman admissions in importance, and definitely second-rate in the attention it receives from educators, researchers, and policymakers."[42] In 1982, transfer articulation may indeed be the Number 2 enrollment solution--second only to freshman admissions in importance, and definitely no longer second-rate in the attention it receives from educators, researchers, and policymakers.

FOOTNOTES

1. Thanks are extended to many individuals and offices at Morgan State University; COPA, Washington, DC; Beaver College (PA); Beloit College; Haverford College (PA); New Jersey Institute of Technology; St. Joseph's University (PA); Cumberland Community College (NJ); Villanova University; Dallas County Community College District (TX); LaSalle College (PA); The Pennsylvania State University; Glassboro State College (NJ); and the Colleges of Business, Social Administration, Liberal Arts, Music, Education, Allied Health, Pharmacy and Engineering Technology at Temple University; Wauboosee Community College, (Ill.); Aurora College, (Ill.).

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31. Willingham, p.29.

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